



PROJECT

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# MONITORING PRINCIPLES OF PUBLIC ADMINISTRATION IN PRESERVING GOOD GOVERNANCE VALUES



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# MONITORING PRINCIPLES OF PUBLIC ADMINISTRATION IN PRESERVING GOOD GOVERNANCE VALUES

What is the role of public administration reform in the process of integration into the European Union?

- Public administration reform is essential in the European integration processes, because the functional public administration

represents the country's pillar of progress and economic development.

- Public administration reform is also an essential part of the key reforms in the accession dialogue with the European Union. Therefore, the EU enlargement criteria emphasize the need for each country to build a national public administration with the capacity to follow the principles of good governance and effectively transpose and implement the legislation of the European Union.

What are the SIGMA standards and which areas are identified as key for reform and monitoring?

- The European Commission pays particular attention to public administration reforms through six key areas that require progress in the EU enlargement process. These six reform areas designated by the EC determine the principles of public administration. Principles of public administration define in detail the concept of good governance, as benchmarks that countries need to fulfill in the process of EU integration.
- These principles of public administration have been developed by SIGMA, in cooperation with the European Commission, and are used by the European Commission to monitor public administration reform by the EU candidate countries. SIGMA is a joint initiative of the EU and the Organization for European Co-operation and Development (OECD), established in 1992, focusing on

public administration reform and supporting countries in establishing a professional public administration.

- The principles themselves also include a monitoring framework that tracks the progress of countries in the process of establishing a professional and functional public administration, using quantitative and qualitative monitoring indicators.
- The key areas defined in the Principles of Public Administration are the following:
  1. Strategic framework for public administration reform
  2. Policy development and coordination
  3. Public service and human resources management
  4. Accountability
  5. Service delivery
  6. Public financial management.

What is the main goal of the project and why is it necessary to adjust the SIGMA standards at the local level?

- The good governance standards developed by SIGMA are intended, above all, for the central state institutions that run the public administration reform at the central level.
- The project "Monitoring Principles of Public Administration in Preserving Good Governance Values", fund-

ed by the European Union, under the IPA Civil Society Facility and Media Programme 2015, focuses on the establishment of good governance standards in local self-government units, by adjusting the SIGMA Principles of Public Administration. The standards intended for local authorities follow the structure of the SIGMA principles regarding the setting of areas, principles and monitoring methodology with qualitative and quantitative indicators for each area, but adapted to the context of the work of the local self-government units, which function differently in relation to the central government.

## How will the good governance standards apply in the units of local self-government?

- The good governance standards in local self-government units, developed within this project, set goals in 5 areas:
  - Development and coordination of policies and strategies
  - Public service and human resources management
  - Transparency and accountability

- Service provision
- Management of municipal finances
- The units of the local self-government will be monitored according to the established standards for good governance and the established monitoring methodology, by local civil society organizations, which are involved as project grantees. Civil society organizations will prepare reports on the work of local self-governments in their region, with recommendations for improving the work of municipalities in the context of good governance standards. Through dialogue with the representatives of the municipalities, efforts will be made to influence the changing of the way of functioning of the local administration.

## What is the influence of local civil society organizations?

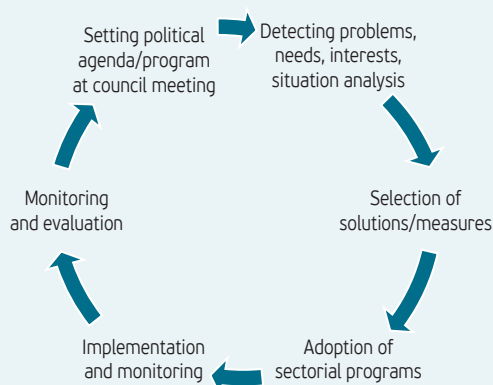
- Through this approach, we will strengthen the role of local civil society organizations so that they can have greater participation in the policy-making process at the local level. The focus is placed on strengthening civil society organizations in:
  1. The ability to recognize and monitor the principles of good governance
  2. Capacity to produce a regional research that can be used for lobbying
  3. Use of the Law on Free Access to Public Information in the process of research and analysis in their work
  4. Knowledge of the basic principles of work of the public administration that will lead to meeting the standards for good governance of the institutions as a condition for entry into the European Union.

- In order to adequately present the results of their work to local self-governments and citizens, the local civil society organizations will also improve the capacities in communication with social actors and the media, the skills for creating evidence-based suggestions and the presentation of their research results to a wider audience through news networks that support and stimulate citizen journalism.
- One of the specific goals that the project should achieve is the establishment of a practice of confrontation of arguments between civil society organizations and local self-government units, which will certainly contribute to the more efficient functioning of the local administration.
- In this regard, the project has another specific goal, which is to raise public awareness, creating a network of civil society organizations and municipalities, where experience, views, and ideas will be shared. This should be the basis for positioning as good governance "watchdogs" that follow and suggest corrective measures.

## How do the municipalities function in the areas defined in the good governance standards in the units of local self-government?

### 1. Development and coordination of policies and strategies

- According to the legal framework, the process of policymaking is a regulated process coordinated by one stakeholder. According to the Law on Local Self-Government, at the local level, it is the municipal administration that prepares the acts of the council and the mayor.
- Organized in sectors, the municipal administration monitors issues in the areas of municipal competence, analyzes the situation, and gives initiatives and proposals for resolving problems in the municipality.
- The policy-making cycle at central and local level is regulated by the Policy Analysis and Coordination Methodology and can be best represented by the following chart:



- Acts that create the local policy include: strategic and action plans, program of the council and sectoral programs of the municipalities.

### 2. Public service and human resources management

- The organized public services and the municipal administration are the main pillar of each municipality and perform the activities within the competence of the bodies of the municipality.
- Some of the competencies of the mayor of the municipality relate to the management of human resources, that is, the public service and the municipal administration.

In this context, the mayor implements the following activities:

- Adopts a Rulebook on the systematization of the jobs of the municipal administration
- Appoints directors of public services established by the municipality, based on a public competition
- Manages the municipal administration
- Decides on the employment, rights, duties, and responsibilities of the employees in the municipal administration, unless otherwise determined by law.
- The status, classification, employment, promotion, professional development and training, the measurement of the effect and other issues related to the employment of the administrative officials are regulated by the Law on Administrative Servants.

### 3. Transparency and accountability

- Accountability is one of the most used words in the vocabulary of all public officials. Accountability implies that citizens should always know how office holders at central and local level spend the collected public funds (through taxes and other charges) and whether they are spent on providing the necessary public goods and services for a better life of the citizens.
- In order to achieve this goal, it is necessary to fully apply the principles of good governance: partici-

pation, rule of law, transparency, responsiveness, common consensus, equality and inclusiveness, efficiency and effectiveness, accountability.

- The fundamentals of the concept of good governance and accountability are also laid down in national legislation. Several constitutional provisions, the Law on Local Self-Government, the Law on Free Access to Public Information, the Law on Prevention of Corruption and the Code of Ethics of the Elected Officials have such a function.
- Accountability is also closely related to transparency, and for this purpose municipalities make rule-books and plans for transparency of their work.

#### 4. Service provision

- A key challenge for all municipalities is the creation of an efficient public sector at the local level capable of dealing with poverty and social disadvantage, and providing quality, stable, and predictable services for citizens and companies.
- According to the surveys, the citizens are least satisfied with the services in the areas of local economic development, especially in context of increasing employment, as well as information on the spending of the municipal budget, dealing with corruption and citizen participation in key decisions of local importance. Services in town planning, utilities, social protection, environmental protection, and public health care are poorly assessed as well.

- The municipalities also provide certain services for the citizens and the business community electronically, such as issuing electronic construction permits, reporting and paying taxes, reporting problems in the municipality, etc. However, the level of provision of electronic services by the municipalities is considered very low.

#### 5. Management of municipal finances

- The financial framework of the municipalities is determined by their budgets, in which the values and priorities of the local self-government are declared. Budgeting and financial planning techniques are key elements in maintaining fiscal integrity and are particularly important for all levels of government, including local government. This is of particular importance because of the retention of citizens' trust in those to whom they entrusted the spending of their money.
- Local self-government should have a real budgeting, that is, a system of financial planning. Planning of revenues should be appropriate to the needs of the local self-government units.
- The fiscal framework that defines revenues and expenditures in the long run should be transparent, stable, responsible, honest, and efficient.

### What kind of results do we expect from the project?

- Adapted SIGMA principles of public administration and monitoring indicators for good governance at the local level.
- Local civil society organizations become competent in the field of good governance and well-acquainted with SIGMA principles of public administration at national and local level, able to participate in the dialogue on creating and monitoring public policies.
- Monitoring reports on implementation of adapted SIGMA principles of public administration made upon evidence-based research.
- Civil society organizations are able to communicate, engage, and influence decision-makers so that they can address identified gaps in the implementation of the good governance model by local self-government units, encouraging transparency, accountability, and service-oriented administration.



## What activities are planned within the project?

- **Conduct a basic assessment of existing standards and practices for policy-making at the local level according to SIGMA principles.**

An analysis will be made of the work of the local self-governments in the centers of the seven regions that are the goal of the project, that is, in the municipalities of Bitola, Strumica, Stip, Kumanovo, Veles, Tetovo, and Struga, in order to assess the existing practices for creating public policies and what type of processes are applied in practice in relation to the defined key areas of work from good governance standards.

- **Adaptation of SIGMA Principles of public administration and development of standards for good governance in local self-government units.**

SIGMA principles of public administration cover six areas in the monitoring framework at the central level. This framework will be harmonized and tailored to the specifics and context of local self-governments, setting new standards and indicators at the local level together with detailed monitoring guidelines that will be used to provide a standardized and effective tracking process.

- **Identifying partner civil society organizations**

Through the selection of 14 local civil society organizations from the seven regions (2 organizations per region) for participation in the project activities, a national network of local civil society organizations is created, which will be included as partners in the project, especially in the process of monitoring and evaluation.

- **Civil society organizations training for good governance, communications, and public relations**

Enhancing the capacities of local civil society organizations will be conducted through organized trainings in two modules.

### *Good governance*

The aim of this module is to strengthen the understanding of the SIGMA principles by civil society organizations, as well as their role in the process of monitoring the public administration.

The focus is on the following two themes: SIGMA principles in the six key areas, and the monitoring method in the six key areas, which is implemented by SIGMA under the monitoring methodology.

### *Communication and presentation of the results of civil society organizations*

The second module of civil society organizations training is focused on improving the communication skills of civil society organizations and presenting their results to the units of local self-government and citizens. Civil society organizations' representatives will be trained how to write a press release, how to communicate with the media and journalists, how to fill in a request for access to public information, how to achieve greater visibility of new social media and networks, etc.

- **Mentoring of local civil society organizations for monitoring and evaluation**

For the civil society organizations that will perform the monitoring, mentoring workshops will be conducted, which will provide in-depth knowledge about the developed good governance standards within the project, along with the new monitoring methodology according to which the process of monitoring the local self-government units will be carried out by civil society organizations. At the mentoring workshops, representatives of civil society organizations will be trained how to monitor the work of local self-government units and how to calculate the values of all defined quantitative and qualitative indicators.



- **Regranting scheme for specific area monitoring**

According to the project plan, civil society organizations will be included as regrantees to monitor local self-government units in the form of small projects that will be implemented locally. They will essentially implement small project activities that will include teams for data collection, writing reports, and creating case studies as well as research stories in order to have a wider impact on the decision-making process and public policies. Regranting projects will be mentored by the project team, while at the same time experts from partner organizations will be engaged in order to provide technical expertise to ensure that all challenges during the work process can be overcome.

- **Preparation of monitoring reports**

The monitoring process is one of the most important parts of this project, because only a regular and timely monitoring process according to defined standards and mentoring can lead to quality monitoring reports. Five monitoring reports will be produced per region. The reports will follow the monitoring guidelines in order to eventually get standardized reports from different regions. The project team will summarize the reports received from all regions in order to present the “big picture” from the aspect of the way the local self-government units function in context of meeting the defined good governance standards.

- **Preparation of a final monitoring report**

At the end, a final monitoring report is planned, which will integrate all monitoring assessments. The overall results of the final monitoring reports will provide information on how municipalities should advance their work in order to achieve the set standards, addressing omissions and errors, and recommending to municipalities what actions they need to take to improve their performance.

Detected challenges in the functioning of local self-government units and given recommendations for improving their work should have a positive im-

pact on the municipalities by stimulating positive steps in each of the identified areas of standards.

- **Organizing regional debates with local self-governments units and local civil society organizations**

Debates on the results of the reports in each region will be organized, with representatives from partner civil society organizations, other civil society organizations, representatives of local self-governments, the project team, and other relevant social actors. The focus will be on monitoring the results and identified failures in achieving good governance standards. These debates should serve as an excellent opportunity for a meeting between representatives of civil society organizations and local self-government units to exchange ideas and arguments as to in which areas local self-government units should make more efforts.

- **Organizing a final conference on the summary results**

A concluding conference will be organized where all civil society organizations and local self-government units, involved in the project, will attend. In addition, other stakeholders will be involved, in particular, the central institutions responsible for implementing the recommendations identified within the project. The most important thing at this conference will be to present the conclusions from all the final reports that will be developed in order to initiate discussion on how to improve the work of the local self-government units, so that the standards for effective and democratic governance at the local level are achieved.



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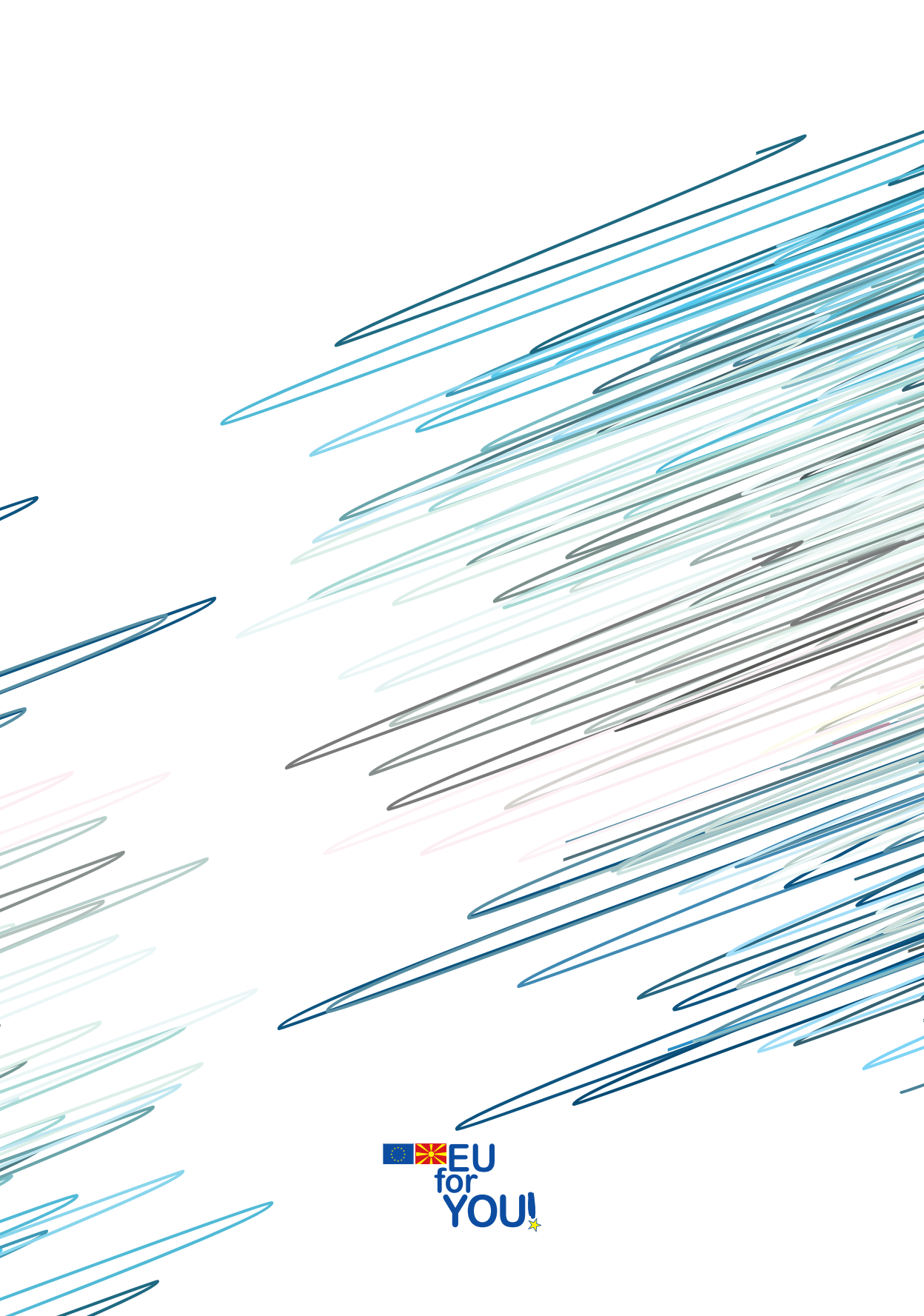


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